

State Of Maryland Multi-Service Center Study

PHASE 100 Progress Report

Study Initiation

MARYLAND DEPARTMENT OF STATE PLANNING

Honorable Marvin Mandel
Governor of the State of Maryland

Vladimir A. Wahbe
Secretary, Department of State Planning

STATE PLANNING COMMISSION

Mr. Saul I. Stern, Chairman
Delegate John R. Hargreaves
Senator James F. Clark, Jr.
Mr. Edward W. Cooley
Dr. Joseph B. Francus
Mr. Arnold M. Kronstadt
Mr. Carlton R. Sickles
Mr. Sidney H. Tinley, Jr.
Mrs. W. Aubrey Walker

STATE OFFICE SPACE COMMITTEE

George Lewis, Chairman	Secretary, Department of General Services
Dr. R. Kenneth Barnes	Secretary, Department of Budget and Fiscal Planning
Vladimir A. Wahbe	Secretary, Department of State Planning

DEPARTMENT OF STATE PLANNING STAFF PARTICIPATION

Edwin L. Thomas, Director, Comprehensive State Planning Division
Melvin B. Ginsburg, Project Director
Carol A. Baker
Julia Caraway
Claire L. Euker
Charles P. Lach

STATE OF MARYLAND MULTI-SERVICE CENTER STUDY

Maryland. State Planning Dept.

**PHASE 100
PROGRESS REPORT**

Publication.

STUDY INITIATION

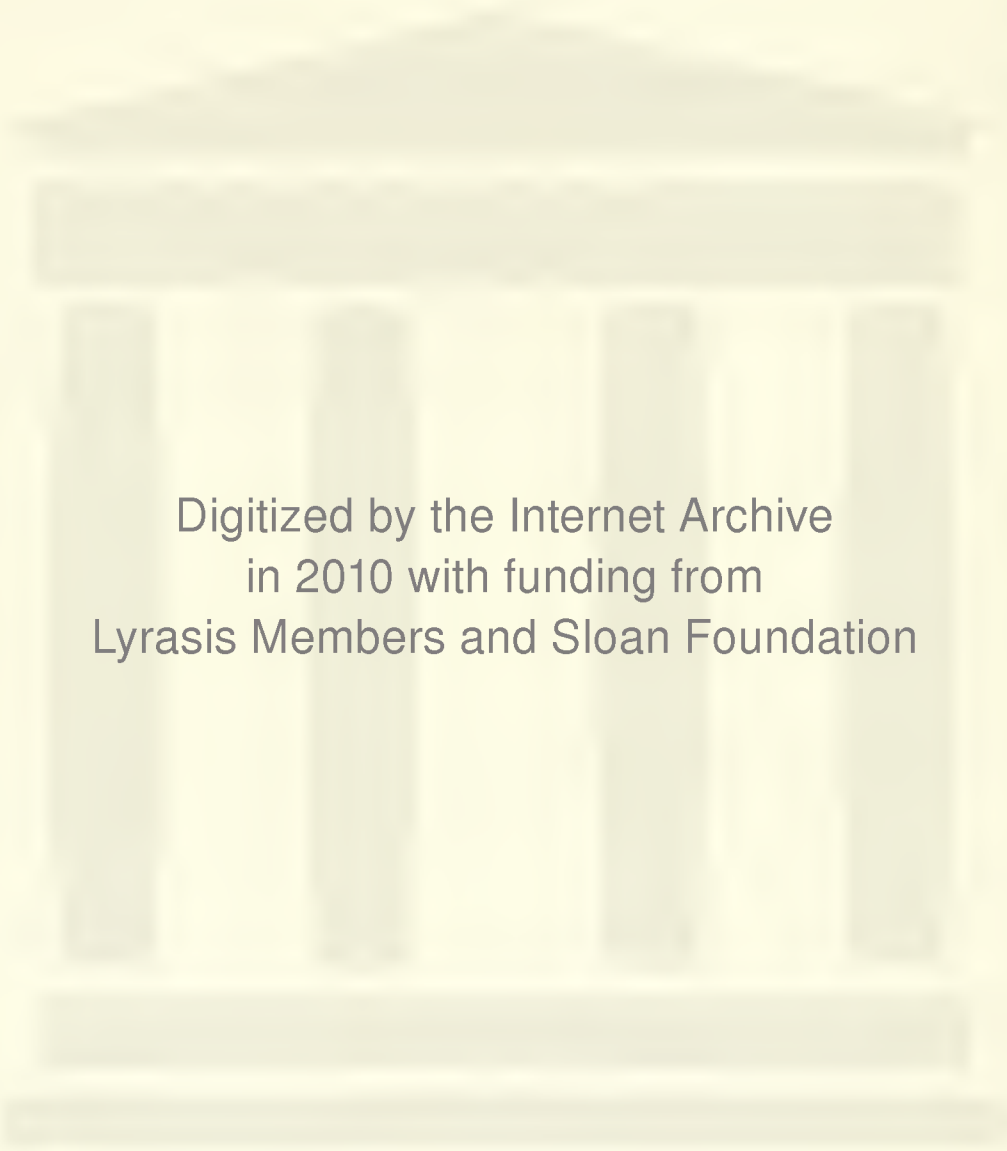
April, 1973

*The work reported herein was performed pursuant to a contract with the
Maryland Department of State Planning by GRUEN ASSOCIATES, INC.*

Maryland
HC
107
.M32
no. 199 B,
199D
Folio

This State of Maryland Multi-Service Center Study is unique in the sphere of government service responses to peoples' needs. Equally unique is the Department of State Planning's establishment of a comprehensive and diverse Study Team and Coordinating Committee which will participate and interact throughout the study. The following are the participants and their affiliations.

U.S. Department of Health, Education & Welfare	Bruce Caswell
U.S. Department of Housing and Urban Development	
Assistant Regional Administrator	William Kaplan
Assistant Director of Planning and Relocation	
(D.C. Area Office)	Robert Duckworth
(Baltimore Area Office)	Warren Clayman
U.S. Department of the Interior	
Staff Assistant, Office of Regional Planning	Frank L. Carlson
Department of Public Safety & Correctional Services	
Chief of Fiscal Services	Don O. Nave
Department of Natural Resources	
Assistant Secretary for Resource Management	Spencer P. Ellis
Division of Planning and Evaluation	John Capper
Department of Education	
Coordinator of Planning Services	Dr. Irving Herrick, Jr.
Department of Licensing and Regulation	
Assistant Secretary	William A. Urie
Director of Administrative Services	Joseph Roggenkamp
Department of Employment and Social Services	
Director of the Bureau of Field Services	George J. Rose
Department of Agriculture	Ronald Johnson
Department of Budget and Fiscal Planning	
Chief, Division of Budget Analysis	William M. Perkins



Digitized by the Internet Archive
in 2010 with funding from
Lyrasis Members and Sloan Foundation

. Department of Personnel	Leo Berger
. Department of Transportation	James S. Sagner Larry Saben
. Department of General Services Deputy Secretary	William A. Badger
. Department of Health and Mental Hygiene	Leonard Albert
. Office of the Comptroller	J. Basil Wisner
. Maryland Council for Higher Education	K. G. Robinson
. Governor's Commission on Law Enforcement and The Administration of Justice Deputy Director	John O'Donnell
. Comprehensive Health Planning Agency Associate Executive Director	Dr. Frederick Nevins
. Department of Economic & Community Development Director, Community Development Administration	Leonard Elenowitz
. Tri-County Council for Western Maryland Executive Director	Edward I. Heath
. Maryland-National Capital Park & Planning Comm. Governmental Relations Coordinator	John S. Hewins
. Wilmington Metropolitan Area Planning Coordinating Council. Director	Edward J. O'Donnell
. Regional Planning Council	Jacob Kaminsky
. Metropolitan Washington Council of Governments Director of Program Coordination	George U. Wickerstrom

- Tri-County Council for Southern Maryland
Executive Director Dr. John H. Mills
- Allegany County Planning & Zoning Commission
Director Lawrence E. Nelson
- Anne Arundel County
Planning and Zoning Officer Marion McCoy
- Baltimore County
Director of Planning William D. Fromm
- Calvert County
Planner Lawrence Bowlby
- Caroline County
County Administrator David Cartes
- Carroll County
Administrative Assistant George A. Grier
- Cecil County
Planner David M. Rever
- Charles County Planning Commission James E. Redmond
- Charles County Board of Commissioners Eleanor Carrico
- Dorchester County Planning Commission Hobert D. Adams
- Frederick County Board of County Commissioners
Commissioner Donald L. Lewis
- Garrett County
Planning Director W. Marshall Rickert

- . Harford County Department of Planning and Zoning
Director of Planning Kenneth Green
- . Howard County
Administrator Albert K. Wood
- . Kent County
Planner Peter L. Johnston
- . Montgomery County Office of Economic Research and
Planning
Director Hameed Naz
- . Montgomery County Office of Planning and Capital
Programming
Director John Hansman
- . Prince Georges County
Deputy Chief Administrative Officer Edward W. Chen
- . St. Mary's County
Assistant Engineer John B. Norris, Jr.
- . Somerset County
Director of Planning and Zoning Charles F. Massey
- . Talbot County Planning and Zoning Commission
Chairman L.H. Fleming
- . Washington County
Planner Leroy Burtner
- . Wicomico County
Council Vice President David A. Grier
- . Worcester County
Planning Director Harold W. Morris
- . Baltimore City Planning Department
Director Larry Reich

TABLE OF CONTENTS

FOREWORD	i
SUMMARY	iv
THE PURPOSE	1
THE STUDY DESIGN	1
TASK 110 - STUDY ORGANIZATION	6
- Schedule and Study Benchmarks	6
- Monitoring and Management	6
- The Study Team	9
- Coordinating Committee	13
- Interacting State Agencies	13
- Interacting Regional Agencies	14
- Interacting Counties and Municipality	15
- Interacting Federal Departments	15
- Interacting Citizen Advisory Groups	18
- Local Needs Studies	21
TASK 120 - FORMULATION OF GOALS AND OBJECTIVES	23
- Identification of Problems and Issues	23
- Problems	23
- Issues	26
- Goals	29
- Objectives	30
TASK 130 - EVALUATION CRITERIA	32
TASK 140 - DATA COLLECTION AND FORMAT	35
- Data Questionnaire	37

TASK 150 - RECOMMENDATIONS	40
TASK 160 - REVIEW AND COMMENT	41
- COMMENT REPLY FORMS	42 - 43

Figure 1	Study Design Process and Management	5
Figure 2	Study Organization	10
Figure 3	Coordinating Committee Representation	16

FOREWORD

At the direction of Governor Marvin Mandel and the legislative authorization of the General Assembly - Chapter 179 of the Acts of 1972, General Construction Loan of 1972, Item 32 - a budget authorization of \$250,000 was approved for "preparation of a program and plan, including a feasibility study for state multi-purpose centers to provide for convenient and efficient service delivery."

These actions were in response to a Department of State Planning Study which outlined the problems inherent in the present system for delivery of services from dispersed locations of State Agencies and the concern of the Governor and Maryland General Assembly over rising space costs and increasing citizen needs and requirements.

The Maryland Department of State Planning is conducting this study to determine both the feasibility and desirability of establishing a network of State MULTI-SERVICE CENTERS throughout Maryland providing one-stop service delivery directly, conveniently, economically, and personally to residents of the state.

If the concept proves to be feasible, the study will also provide plans for locating and developing such centers and/or for complementary alternative methods of providing such services throughout Maryland.

The State of Maryland is one of the most most rapidly urbanizing states in the nation. This growth has brought into focus the requirement for delivery systems capable of responding to current and anticipated service needs within the fiscal resources of the state.

Experimental service centers on a lesser scale have been developed in various cities in the United States. However, there is not yet general agreement as to the form such service centers should take - either in their human resource and response organization, their spatial organization, their locational criteria, or their management and fiscal economy programs. This study will delve deeply into all of these aspects.

Simultaneously, the Department of State Planning is underway on two other major study endeavors which have an extremely close relationship to this study...the Generalized State Land Use Plan and the Human Resources Plan.

Ideally, and perhaps without precedent, the Study Team and the State Planning Coordinating Committee will provide a parallel participation in all three studies. This process will optimize the guiding of inquiry, the provision and conversion of information, and the formulation of premises and will assure that the resultant findings and recommendations are sensitive and responsive to varying state and local systems and requirements.

This MULTI-SERVICE CENTER STUDY is being produced by the consultant firm of Gruen Associates, Inc. It is to be a fifteen month task and is divided into twelve distinct study phases. The completion of each phase will be accompanied with a detailed Progress Report. THIS IS ONE SUCH REPORT. The specific purposes of each of the twelve study phases is described in the Phase 100 - Progress Report.

SUMMARY

SUMMARY

Phase 100 - "Study Initiation" of the Maryland Multi-Service Center Study was authorized and commenced on January 15, 1973. A broad and diverse Study Team, composed of federal, state and local agencies that will interact with the study, has been assembled and their representative coordinators have been appointed. This Coordinating Committee was briefed on the study program by the Department of State Planning and the consultant on January 31, 1973, and has subsequently met during two additional seminars to review the study's progress. The Citizens' Advisory Group is now being formed and it will interact with the study in concert with the Coordinating Committee.

The overall study schedule has been developed and adopted. Monitoring and management procedures have been established to assure technical progress of the study as well as providing suggestive techniques for interaction between various members of the study team. The completion of Phase 100 tasks, as outlined in the study design, is slightly behind schedule due to the complexity of the project and "gear up" time required by the multiplicity of participating agencies; however, this slight delay has not affected the overall study schedule. Concurrent with this initial Phase 100, the work tasks for Phase 200 - "Collection of Data " and Phase 300 - "Forecast and Analysis " began as scheduled.

The details of studies, findings and recommendations of Phase 100 are presented in this Progress Report.

The study process and design incorporates a recycling process in providing for review and comments of each Progress Report by the various study participants. *The last pages of this report provide a convenient "Comment Reply Form" which is to be completed and forwarded to the Department of State Planning.* All comments will be evaluated and considered for incorporation into subsequent phases of the Maryland Multi-Service Center Study.

This prime participatory procedure is intended to adduce the broadest possible choices and preferences for study consideration. The structuring of the study into a multi-phase system was based on the pre-concluded value of this "pyramid" technique. Therefore, an over-stress is not possible as to the importance of comment inputs from the Study Team via the Coordinating Committee.

PHASE 100
PROGRESS REPORT

THE PURPOSE

The purpose of this report is to provide: the background for the initiation of this Multi-Service Center (MSC) Study; findings resulting from the Phase 100 study effort; information considered useful to the conduct and comprehension of the remaining eleven phases of the study; recommendations for solving problems encountered or anticipated; and suggested modifications of the study design and system for strengthening of process and purpose.

THE STUDY DESIGN

The study has been divided into twelve phases and the following delineates the purposes for each:

Phase 100 - Study Initiation

To clearly define the purpose and direction of the study; insure that the study does not exclude critical areas that would invalidate results; organize working arrangements and develop coordination necessary for conduct of the study; facilitate collection and compatibility of data; identify goals, objectives and issues.

Phase 200 - Collection of Data

To collect data through interviews, review of documents and on-site visits required to: identify state agency programs, operation and space utilization; establish factors influencing types, amounts and location of services required by the current and projected population of Maryland; determine population thresholds necessary to support services; evaluate alternate multi-service systems.

Phase 300 - Forecast and Analysis

To determine the types and optimum levels of services required based on forecasts of population size and characteristics; determination of deficiencies in the present and programmed services and analysis of the location and adequacy of facilities to accommodate or respond to service requirements; review of operating goals and objectives in light of findings resulting from the analysis.

Phase 400 - Multi-Service Center System Planning

To formulate a multi-service center concept reflecting appropriate standards, policies and criteria; translate the demand for services into facility requirements and service areas; investigate principal facility components for their applicability; translate requirements into reasonable alternative systems of multi-service centers.

Phase 500 - Evaluation of Alternatives

Through successive evaluations, establish ratings as to the desirability, impact, and operational feasibility of the system alternatives and determine problems that may arise; revise system alternatives, when possible, to reduce adverse impacts and improve feasibility.

Phase 600 - Analysis of Cost Estimates and Benefits

To estimate, analyze and compare the relative costs of each principal MSC alternative; arrive at estimates of gross costs and benefits; examine the cost implications of system timing; rank alternatives on the basis of comparative system benefits/ effectiveness costs.

Phase 700 - Financial Responsibility, Sources and Feasibility

To determine practical means of meeting gross system costs in terms of funding responsibility, sources, and timing; compute comparative costs of financing alternatives; determine the relative ranking of the principal system alternatives in terms of financial feasibility.

Phase 800 - Final System-Selection of Locations and Prototypes: Plan Update

To select the recommended system among the alternatives which were ranked; finalize the elements of the plan for the Multi-Service Center System in Maryland from the preliminary planning accomplished in prior phases. (If the multi-service center concept is rejected, use study findings to improve current service delivery system). Prepare procedures and schedule for updating multi-service center plan.

Phase 900 - System Programming and Implementation

To set construction priorities for MSC's comprising the selected system; identify steps to be taken to accomplish implementation of the system.

Phase 1000 - Site Standards and Design

To identify site location criteria for selected centers; prepare design criteria and illustrate a typical prototype layout capable of better serving the public and offering operational flexibilities and economies within a multi-service context.

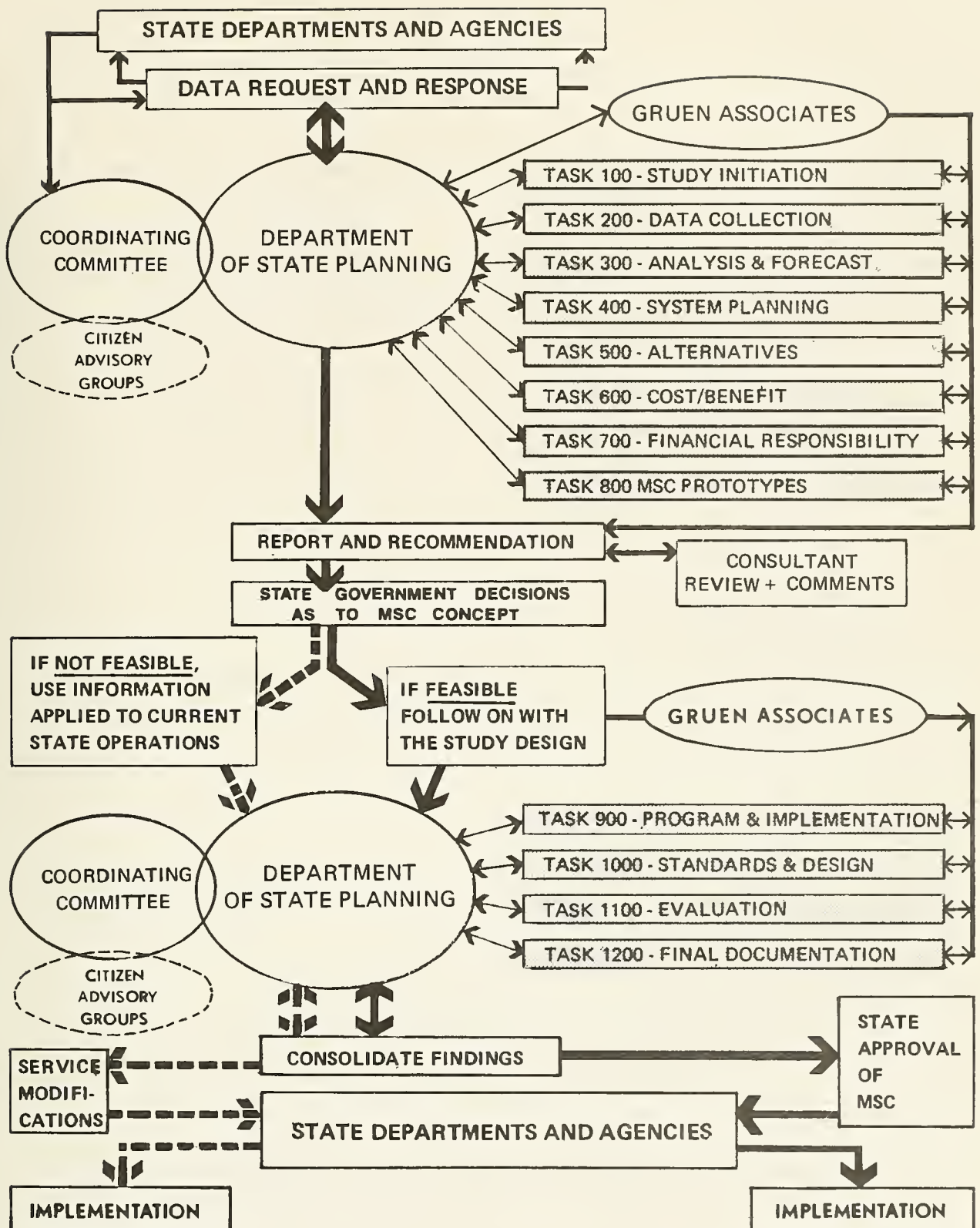
Phase 1100 - Design or Evaluation Process

To develop a study design for evaluation of the multi-service center concept

and operations of the initial MSC; determine the degrees to which the center is achieving goals, benefits are being realized, and that a satisfactory planning process was developed.

Phase 1200 - Reporting of Study and Special Studies

To record the results of the preceding Phases in a format usable for all agencies in the implementation of multi-service centers; disseminate, explain and achieve acceptability of the plan.



STUDY DESIGN PROCESS AND MANAGEMENT

FIGURE 1

TASK 110 - STUDY ORGANIZATION

SCHEDULE AND STUDY BENCHMARKS

Due to the time frame established by the Department of State Planning(DSP) for the total study - fifteen months - it was essential that a parallel schedule for the various Phases and multiple tasks be established, in lieu of a sequential schedule. This overall study schedule is graphically illustrated on Presentation Exhibit C, which has also been sectionalized for inclusion in the Coordinating Committee Manual.

By virtue of the study's narrow time schedule and the broad assemblage of study participants, it is incumbent on all members of the Study Team that every effort be extended to achieve on-time completions for all assigned tasks.

MONITORING AND MANAGEMENT

Monitoring Procedures

Two types of monitoring procedures have been structured to achieve critical points of interface and interaction necessary for the successful progress and timely completion of the Multi-Service Center Study.

A. Technical Monitoring These procedures relate to the qualitative aspects of the study.

- A Progress Report will be prepared by the consultant, Gruen

Associates, at the conclusion of each Phase of the study.

- The consultant will review Progress Report evaluation comments as submitted by the Coordinating Committee through DSP, for incorporation into the study.
- Checkpoint meetings will be held at the end of each Phase between the consultant and DSP to evaluate the work completed, the summarization of Progress Report comments, the recycling into the study of recommendations marshalled from the Study Team, and the work to be undertaken in subsequent Phases.

B. Production Schedule Monitoring These procedures are to ensure the closest possible maintenance of schedule by all study participants.

- The "Organization and Scheduling Chart" (Presentation Exhibit C) and the sectionalized schedule included in the Coordinating Committee Manual sets forth the production responsibility for each study task within each Phase in accordance to the time frame and benchmark schedule.
- Each Phase Progress Report will include recommendations on study schedule revisions and solutions to potential study problems, when applicable. This procedure allows for maximum flexibility considered so essential for a study of this nature.

Management Procedures

The following management procedures have been developed to ensure operational efficiencies and optimal inputs by the Study Team participants.

A. Progress Reports

- A Progress Report will be provided by the consultant at the conclusion of each of the eleven study phases and a Final Study Report will be produced at the completion of Phase 1200.
- DSP will distribute these reports to all Study Team members and participants on the State Planning Coordinating Committee (SPCC).
- SPCC participants will review and provide their comments to DSP.
- A written summary of report comments will be distributed to the SPCC and will be both reflected and incorporated into the subsequent Phase Progress Report.
- DSP and the consultant will analyze the comment reports, determine their qualitative aspects and evaluate the implications of integration into the study design and process. As previously stated, this recycling system is considered of major benefit and importance to the study and its end product.

THE STUDY TEAM

The MSC Study Team consists of six interacting groups:

1. Maryland Department of State Planning
2. Other State Departments and Agencies
3. Federal Departments
4. Local Jurisdictional and Regional Agencies
5. Citizen Advisory Groups
6. The Consultant

Each group is responsible for the completion of certain study tasks which represent the basic resources of information and experience record to be used as the bases for evaluating types and adequacy of services rendered and the validity for formulation of various multi-service concepts.

Each of the following component members of the Study Team has been selected to insure that the study is comprehensive, pragmatic and responsive.

The Maryland Department of State Planning, is responsible for overseeing, assessing and directing this major study. DSP will manage the study and act as the "clearing house" for the gathering, organization and transmittal of all data to the consultant. The department is also responsible for the dissemination of information relating to the study as well as insuring conformity of data to pre-established format, completeness and schedule. Regular meetings and seminars with the Coordinating Committee will be scheduled and conducted by DSP.

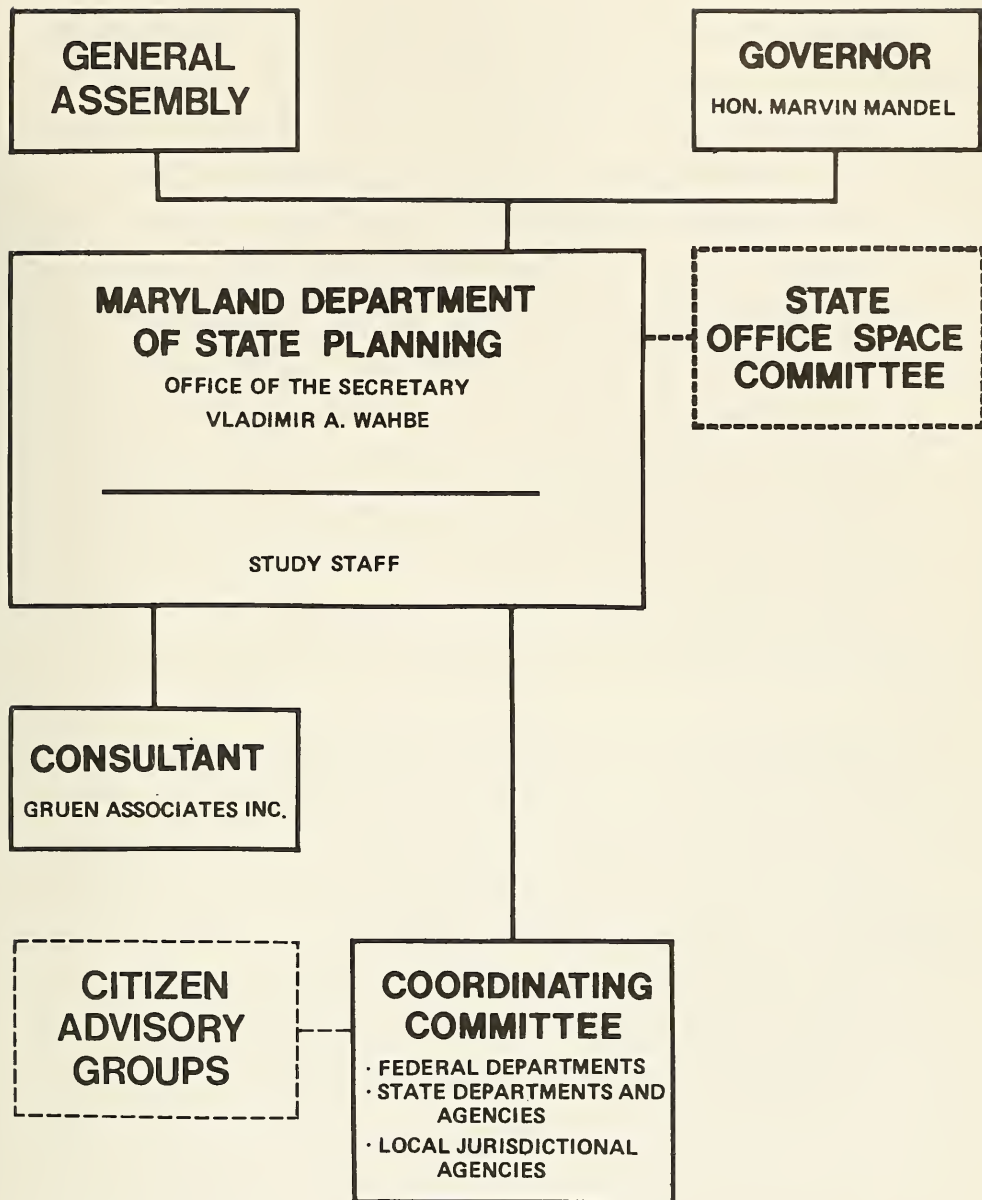


FIGURE 2

STUDY ORGANIZATION

The State Office Space Committee was organized in 1970 by the Governor for the purpose of reviewing the office space requirements for all state agencies and approving requests for location of office space in leased and state owned facilities. The committee is comprised of a Chairman, the Secretary of General Services, the Secretary of Budget and Fiscal Planning and the Secretary of State Planning. The Governor and General Assembly have assigned the Department of State Planning responsibility for studying the feasibility of multi-service centers. The activities of the State Office Space Committee are closely interwoven with those of the Multi-Service Center Study. In order to ensure that the requisite coordination and understanding occur, so essential to the performance of both these activities, the Secretary of State Planning has requested the State Office Space Committee to review and pass judgement on the findings and recommendations proposed in the Multi-Service Center Study.

State Departments and Agencies are responsible for providing the major portion of existing data and will provide review of and reaction to the study findings, as they evolve. They will generate the needs and requirements related to the services they currently and propose to render. They will actively and continuously participate as members of the Coordinating Committee and in meetings and seminars, through their appointed coordinators. The Study Team's quantitative and qualitative inputs will be vital to the determining of feasibility and program development of MSC concepts.

Federal Departments have been included on the Study Team to assist in

generation of criteria, data and information gathering, monitoring of program and policy conflicts at various governmental levels, identification of existing and potential interrelationships between programs and implementing agencies, providing of status reports of federal funds and program identification of legislative and regulatory constraints that would prevent or restrict multi-service centers development and advise as to pending or proposed legislation that would effect a multi-service centers program.

Local Jurisdictions and Regional Agencies have been included to provide information concerning their existing and forecasted needs and requirements. They will also provide information with respect to location and scale of proposed MSC units. Service needs will undoubtedly vary from region to region, from rural to urban environments, and with the socio-economic status of areas.

DSP is fully cognizant of and sensitive to the inseparability of varying levels of government and governmental jurisdictions to this MSC Study. To some degree, each of these member groups is currently and directly involved in provision of services and a recognizable experience record has been attained. This experience is concluded to be a most valuable study input. Though premature at this juncture, physical proximity of various levels of government in the universe of service distribution is considered desirable. This consideration lends an added significance to the MSC study process and its programmed interaction. Of supplementary significance is DSP's encouragement of local jurisdictions to inaugurate

similar local service need/delivery studies. The design, methodology, findings and recommendations of this Multi-Service Center Study will, hopefully, prove to be a most meaningful resource to such local studies.

The Consultant, Gruen Associates, serves the Department of State Planning. The consultant will review all data and information, analyze, project, test feasibility and formulate various MSC concepts. The concepts will be analyzed as to their economic, operational, and managerial feasibility and effectiveness. If feasibility is established, the consultant will prepare criteria and a prototype of the selected MSC concept. Gruen Associates will also document the entire study into a final report and presentation exhibit and provide support for the presentation of the study materials to state officials and other groups identifiable with implementation programming.

COORDINATING COMMITTEE (SPCC)

The Department of State Planning in assemblage of the Study Team has taken cognizance of the need for structuring a mode of operations which would provide the framework for continuity of top level participation despite the anticipated varying demands and priority pressures on such participants. The vehicle is the State Planning Coordinating Committee. This committee is composed of appointed coordinators representing 14 cabinet-level departments of the state, 3 special statewide agencies, 6 regional agencies, 22 county governments, Baltimore City and 3 federal departments.

Interacting State Agencies

The study involves the interaction of the following state departments and

statewide agencies which presently render services to state residents and might require decentralized offices to implement their state service programs and delivery process. Each has assigned a coordinator who actively serves as a member of the Coordinating Committee:

- . Department of Agriculture
- . Department of Budget and Fiscal Planning
- . Department of Economic and Community Development
- . Department of Education
- . Department of Employment and Social Service
- . Department of General Services
- . Department of Health and Mental Hygiene
- . Department of Licensing and Regulation
- . Department of Natural Resources
- . Department of Personnel
- . Department of Public Safety and Correctional Services
- . Department of Transportation
- . Office of the Comptroller
- . Council for Higher Education
- . Governor's Commission on Law Enforcement and the Administration of Justice
- . Maryland Comprehensive Health Planning Agency.

Interacting Regional Agencies

Each of the following regional agencies have representation on the Coordinating Committee and will provide a primary role in evaluation of MSC

regional implications and achievements of regional goals and objectives.

- . Tri-County Council for Western Maryland - Garrett, Allegany and Washington Counties.
- . Maryland National Capital Park & Planning Commission - Montgomery and Prince Georges Counties.
- . Wilmington (Delaware) Metropolitan Area Planning Coordinating Council - Cecil County.
- . Regional Planning Council - Anne Arundel, Baltimore, Carroll, Harford and Howard Counties and City of Baltimore.
- . Metropolitan Washington Council of Governments - Metropolitan Washington Region.
- . Tri-County Council for Southern Maryland - Calvert, Charles and St. Mary's Counties.

See Figure 3

Interacting Counties and Municipality

Twenty-three counties of the state and Baltimore City have been invited to assign representative members to serve on the Coordinating Committee. To date, twenty-three of the twenty-four invitees are actively participating.

See Figure 3

Federal Departments

The Department of Health, Education and Welfare; Department of Interior; and the Department of Housing & Urban Development (Area and Regional offices) have delegated key staff members to serve on the Study Team and Coordinating Committee.

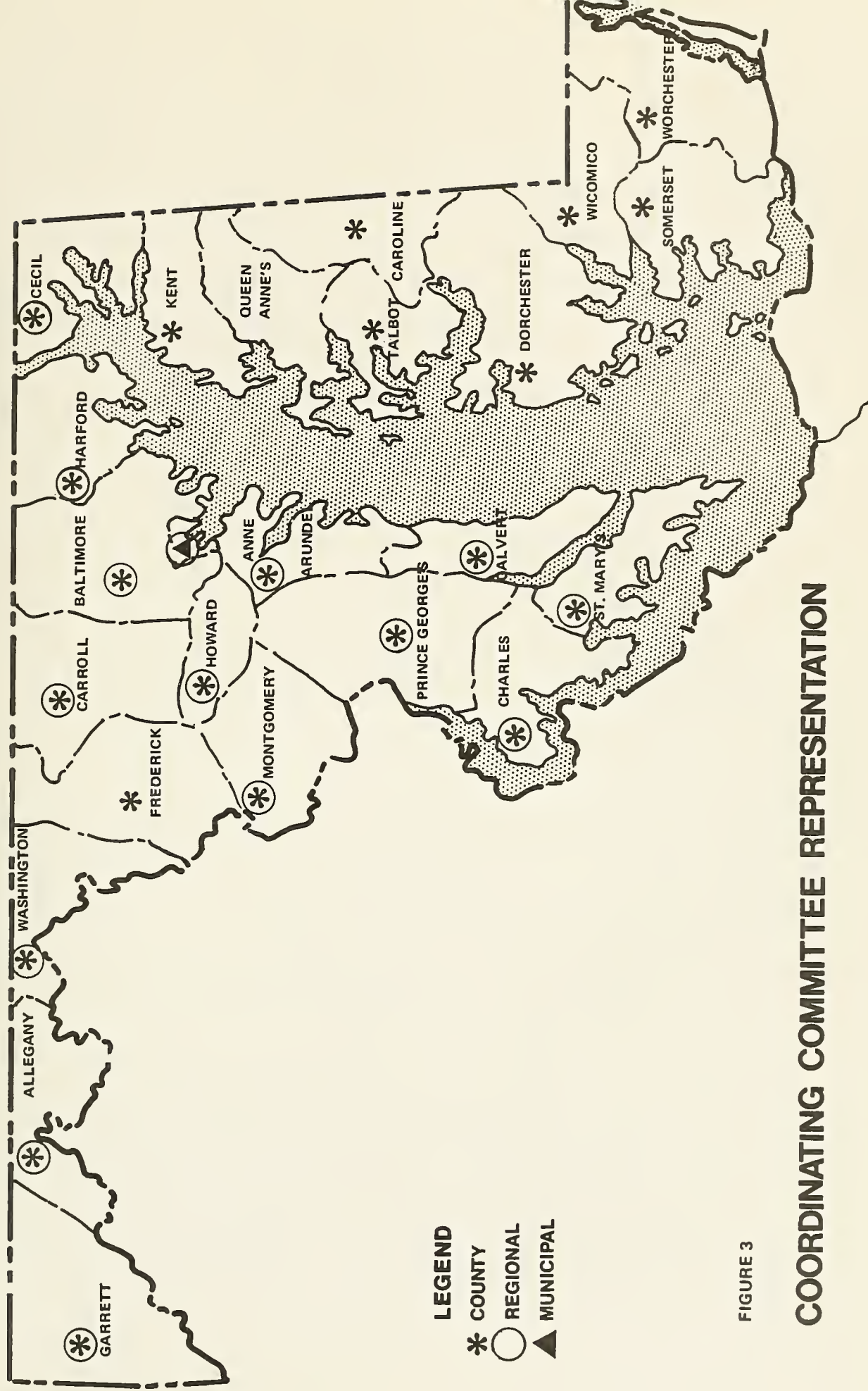


FIGURE 3

COORDINATING COMMITTEE REPRESENTATION

The Coordinating Committee, which is the production vehicle of the Study Team, will be ideally focusing on three major DSP study endeavors which are currently and simultaneously underway and which have an extremely close interrelationship...the Multi-Service Center Study, the Generalized State Land Use Plan and The Human Resources Plan.

The purposes of the Committee are to:

- . Provide continuing intergovernmental participation in DSP planning activities,
- . Interrelate planning endeavors underway by various governmental agencies and levels with that of the State,
- . Achieve geographical and topical comprehensiveness, and
- . Assist DSP in policy formulation and coordinative planning responsibility.

The obvious benefit derivatives from this assemblage will be (i) unification and compatibility of state, regional, local and federal policies, plans and programs, (ii) multi directional and continuous communication and information flow, plus, (iii) increased contacts with various governmental jurisdictions on an "around the table" working relationship.

The entire Coordinating Committee will meet on a regular basis. Those meetings conducted thus far have more than evidenced the value of the Coordinating Committee in clarification of issues, goals and objectives, and their regional differences. The Committee has supported the continuance of the regular meetings of the entire SPCC and has recommended that arrangements be made

for programming regional meetings on an occasional basis, as well.

INTERACTING CITIZEN ADVISORY GROUPS(CAG's)

Existing broad based citizen advisory groups will review progress of the study, comment on the findings as they are developed, evaluate alternative systems, and, most importantly, provide a two-way communication channel between the Study Team and those interested in and/or directly affected by the study. Existing and currently functioning Citizen Advisory Groups are being contacted from listing recommendations submitted by Study Team members.

Citizen participation is considered vital to the MSC study in the identification of needs and desires of the citizenry to ensure the provision of responsive and adequate services in locations and types of facilities that are conveniently accessible, thereby maximizing their utilization by the communities to be served.

To facilitate this citizen involvement, coordination will be channeled through citizen advisory groups. These groups will be composed of representatives from citizens groups already dealing with related problems and programs and will be reflective of a cross section of the population of each county within the region. The size and socio-economic characteristics of the population of each county will be analyzed to determine the balance necessary for equitable representation in each advisory group. This procedure takes maximum advantage of existing CAG's that have established

and evidenced operational capabilities, viable working relationships and represented responsiveness. This MSC study effort will function most effectively within this framework.

We can state from experience that much effort has been lost from a variety of impractical citizen participatory approaches. To avoid such wasted time and valuable effort, we believe that meaningful citizen participation should be primarily of the "dialogue type." We believe it impractical to attempt to have massive citizen participation by using detailed statistical questionnaire approaches, nor does time allow for requiring lengthy reports to be prepared by CAG's which are then formally adopted by their host groups.

Rather, we suggest informal working sessions with the assigned representatives of these community groups. Also, we suggest that the majority of citizen participation effort be undertaken after Phase 300 has identified factors influencing service needs; current and projected service needs by analysis areas; and current service delivery system. These particular elements are tangible to community response and guidance for formulation of alternative systems.

We would also recommend that a mode of communication be established by the CAG representatives to seek the "hard to reach" who might not be represented in these groups.

In the reacting to criteria, policies, standards, and in formulation of

procedures and concepts, it would be valuable for the Citizen Advisory Group to consider such intra-group techniques as "role playing," "gaming," and "modelling" as a unique way of testing the recommendations upon which suggested modifications or alternatives would be based. Thus a system of social patterns can be interwoven into the MSC fabric.

We further recommend that three primary meetings be held with the advisory groups in each region of the state. The first meeting should serve to introduce, explain and discuss the study design plus the groups roles, needs and recommendations. The second meeting should be for the purpose of review of progress, problems encountered and anticipated, and recommendations of alternative concepts. The third meeting should be held prior to the preparation of the final study report. This meeting will be utilized to discuss the study's findings, conclusions and recommendations and to evaluate the study's responsiveness to total interaction.

In addition, the Coordinating Committee should consider methodologies to enable the CAG's to be continually apprized of study progress. Countywide briefings should be held whenever it is deemed to be necessary. The representatives should receive the Progress Reports at the end of each of the twelve study phases and the comments and recommendations of their respective organizations should be marshalled.

Each advisory group should select a coordinator who will represent the group in serving as the channel for all communication.

Each of the CAG's should be continually informed of the interacting activities of other groups to avoid duplication of efforts, alleviate conflicts in recommendations and to unify the study's direction, emphasis and conclusions.

This citizen participation organization and program could uniquely serve as a prototype for meaningful citizens involvement in future programs of the Department of State Planning.

LOCAL NEEDS STUDIES

The MSC study assumes and, therefore, anticipates that local needs studies of an unknown number and date have been either sponsored, conducted and/or prepared by local and federal agencies; colleges and universities; and religious, public/quasi-public service and private public interest groups. The MSC study design provides for inclusion of these studies, as provided to or collected by DSP, in the planning data and information base.

These studies, primarily relating to types of service delivery facilities - existing and proposed; identification of consumer needs and service satisfaction; problem research and issue analysis; program statistics, abstracts and perceptions will be subject to the following evaluative procedures:

- A. Review - each study, when received, will be reviewed in terms of the following evaluation criteria:
 - 1. Adequacy of coverage of the study's purpose...is it reasonably complete?

2. Appropriateness and Usefulness of the findings...can they be related to the MSC goals and objectives?
3. Coverage of the population...does it deal with a large enough segment of the population to be generally meaningful to the statewide study?
4. Timeliness of the research...is it currently relevant? Are there significant known factors which might render the findings invalid or highly questionable?
5. Uniqueness of the effort...does it have particular significance which constitutes a value not identifiable in other studies or sources?

B. Relationship to MSC Study

Each local need study will be codified according to its applicability to the MSC Study and will be outlined and summarized, as follows:

1. Statement of Problem - Brief statement of the problems, issues, population group, geographic area, etc., addressed by the study with particular emphasis on unique element.
2. Findings - Summary of the findings of the study and what it provides in the way of useful relevant information.
3. Recommendations - Brief outline summary of specific action proposals which firmly align to the Multi-Service Center Study goals, objectives and concepts and those that can be correlated to existing agency standards and procedures.

TASK 120 - FORMULATION OF GOALS AND OBJECTIVES

Time, prior commitments and special assignments have thus far made it impossible for individual departments and agencies to summarize issues and to draft their goals and objectives as they apply to this study. A vast resource of information on problems and issues related to peoples needs and satisfaction of those needs and their desires already exists - both on a state and national basis. Fundamentally it is to these elements, which follow, that the statewide goals and objectives should respond.

IDENTIFICATION OF PROBLEMS AND ISSUES

This aggregation of problems and issues has been specifically isolated to the human needs and desires and their program responses...each is considered to be solvable and this study is primarily addressed to evolving those solutions.

PROBLEMS

ORGANIZATION

- o There has been no statewide plan prepared and adopted to guide the location for and delivery of personal services to state residents.
- o Public agencies have become highly specialized, each of which is well equipped to deal with a particular problem, but not with an individual who may have many problems.
- o At present a multiplicity of state agencies may deal with the same problem; an example is public safety in which the Governor's Commission on Law Enforcement and the Administration of Justice, the police, corrections, probation, the courts, vocational rehabilitation, and

juvenile services are involved. This fragmentation causes difficulties for the recipient.

- o As a result of dispersion of location, certain services and expenses such as maintenance, reproduction services, office rental, furnishing and equipment must be duplicated. This causes unnecessary expenditures.
- o State agencies located in scattered sites throughout the counties cause interagency coordination and communication difficulties. Often divisions of the same agency are scattered thereby creating intra-agency management problems as well.
- o Rising costs of leased space impacts the annual state budget.

OPERATIONS

- o In some instances, restrictions in leases of state agencies located in commercially leased space prevent the programming of evening hours, weekends, or after hours appointments convenient to the needs of the public.
- o People are unaware of the services available to them and there are no information offices to refer them to the appropriate agencies. Though information programs are provided by certain agencies, they aren't adequately contacting the general public.
- o Various governmental agencies may be providing services similar to state services and may be duplicating the efforts of other levels of government, as well. This is costly, inefficient and confusing to the client group needing service.
- o Some agencies are providing the same or similar services to the same

client. This is inefficient, costly and generally overloading to the system.

- o The data needs of many agencies overlap, but presently there is no procedure for sharing data. Furthermore, there may be no knowledge by agencies of the data available through other agencies.
- o Some principal agency offices are overwhelmed by the demand for services, causing inefficiency and long delays.
- o Rural counties contain a disproportionate number of state employees as compared with population served to that of the more urban areas. The distribution of state employees does not correlate with the needs and workload of different areas of the state, and efficiencies suffer.
- o The small population base of some counties cannot support individual agency offices; therefore, that population remains unserved.
- o Innovations are needed to meet local problems and demands but are difficult to implement under the current structure and system.

FACILITIES

- o There are an average of 7 different locations for different state agencies unsystematically located in most of the 23 counties of the state. Federal and local agencies are also dispersed throughout the state but in different locations from state facilities - and to each other.
- o Agency offices frequently must locate on the basis of space availability, perhaps sacrificing sensitivity to convenience of location for the population to be served, accessibility to public transportation, interacting needs of other agencies, and anticipated needs as

related to comprehensive planning and programming.

- o State and state-oriented agencies presently use large amounts of county-owned/leased space. At the same time, both the state and counties need more space to satisfy their needs. This requires the counties to lease or construct additional space or, in many instances and increasingly, to insist that state agencies vacate gratis office space.
- o The cost of custom designed office space has risen to levels beyond the ability of the state to finance. The growing need for space must be met by flexible, efficient, economical and standardized facilities, if essential needs are to be met.
- o The scattered location of agencies makes it difficult for clients to obtain government services. The effort is time consuming and particularly difficult in areas with poor public transportation services. The poor and the elderly are most inconvenienced because they often do not have private forms of transportation available to them.

ISSUES

These issues are related to the universe of service delivery and the total spectrum of programs and their application throughout Maryland. There is no pre-conclusion as to the benefit/liability factors of each, and their inclusion in this report is to mirror the breadth of this study.

- . State policies, standards and programs are not totally correlated to local needs.

- . There are legislation and administrative conflicts existing between federal, state and local governments.
- . All administrative and operational configurations for service programs and deliveries are vertical within state departments and are only horizontal at the Governor's cabinet level.
- . There is no framework for identifying relationships of programs to each other and to people on a statewide basis.
- . Information recording, reporting and sharing is not practiced on a broad programmed basis.
- . Quantitative and qualitative weightings are not equally applied to government needs and citizen needs.
- . Differentials exist in various areas of the state as to types of service, degrees of service, adequacy of delivery systems, user and operating costs, direct and indirect benefits provided and effectiveness achieved.
- . General support thresholds required for service delivery, such as number of persons to be served per employee providing the service, and number of employees per operational unit are not established.

- . Services to be provided, level of services provided, patterns and degrees of need for services are constantly changing, thereby requiring a flexible and adaptable program for service systems and facilities.
- . The public is not generally aware of all programs and services available or where to receive them.
- . Current overlaps and gaps exist in the delivery of services.
- . Personal needs and demands have not been translated into facility requirements.
- . Consumers identifiable needs and attitudes are not provided to all functional agencies.
- . Each functional agency requires separate and distinct consumer processing which is compounded by the referral system presently utilized in response to a person's manifold needs.
- . Cost, efficiency, convenience and satisfaction differentials between the current dispersed service systems and alternative systems have not been ascertained.
- . Guidelines and criteria for consideration of service facilities by

size, type, accessibility, proximity, and for determining functions and activities that interrelate, are not uniformly established.

GOALS

In response to the problems and issues previously set forth, the following goals have been defined for the Maryland Multi-Service Center Study:

1. Develop a service delivery system that is responsive to the existing and projected needs and desires of citizens, and provides equal opportunities for service delivery throughout the State of Maryland regardless of population concentration, geographic location and socio-economic characteristics.
2. Design a system that affords the public the opportunity to avail itself of public programs and services - local and federal, as well as state - in the most convenient manner.
3. Organize the delivery of service to the public in a manner that utilizes the state resources - human, financial, technical - most efficiently.
4. Establish facilities that will provide the opportunity for optimizing interagency coordination and cooperation as it relates to delivery of governmental services to the public.
5. Evolve programs and procedures for delivery of service that will

permit taking maximum advantage of technological progress - current and future - especially in fields of tele-communication and automatic data processing.

6. Implement development of a system that would function within an optimum framework, yet flexible and responsive to:
 - a. Changes in programs
 - b. Changes in the needs of the population
 - c. Changes in service delivery techniques
 - d. Unforeseen changes in human endeavor.

OBJECTIVES

In order to achieve the state goals, the following objectives are formulated:

- To develop an improved system of state service delivery where programs and facilities are responsive to the needs of population served.
- To achieve increased public awareness of services provided by the State of Maryland.
- To facilitate public-private partnership in serving people.
- To provide a system wherein ease of public access has been maximized, especially for low income, elderly and physically handicapped persons.

- To achieve, where and whenever possible, efficient, one-stop service delivery.
- To reduce an individual's cost for availing himself of services.
- To provide for a system of service delivery which eliminates delays and the inconvenience of understaffed, over-utilized facilities in densely populated areas.
- To rationalize the organization and delivery of services to eliminate duplication.
- To achieve improvements in service delivery processes where utilization of staff and facilities are maximized.
- To identify alternatives to the current methods of office space procurement and utilization.
- To maximize the benefits derived from expenditure of public funds in delivery of governmental services.
- To interrelate, whenever possible, delivery of services within programs and functions that overlap.
- To reduce the problem of interagency coordination and communication occasioned by the scattered location of facilities.

- To provide a pattern for standardization, unification and consolidation of facts, data and information pertaining to services provided to the public at all governmental levels.
- To reduce and eliminate unnecessary personal visits by the public through maximum effective utilization of communication techniques.
- To establish a framework for monitoring of effectiveness of the service delivery system.
- To develop a program for analysis and evaluation of change in public needs and governmental programs.
- To design a service delivery system that can combine stationary and mobile facilities and services in a manner that can respond to changing and emergency demand placed upon the system.
- To provide for a system that minimizes disruption and inconvenience to programs and operation when a system transition is implemented.
- To provide innovations in service delivery which facilitate the achievement of other goals and objectives.

TASK 130 - EVALUATION CRITERIA

The evaluation process during subsequent phases of this study will measure

the degree of achieving the stated goals and objectives by various alternative service delivery systems. The following criteria will be utilized in evaluating the relative desirability, impact, feasibility and cost/benefit/effectiveness of the system alternatives:

1. Public Awareness

- The level of the public's understanding of the programs, procedures and location.

2. Responsiveness

- Degree of satisfaction of public needs.

3. Accessibility

- The time/distance proximity of service delivery facility to population served.
- Relationship of facilities to public transportation systems.

4. Convenience

- Degree of consolidation at a location of various services rendered to individuals.
- The amount of time spent by the user to receive a service and combination of services.

5. Cost

- The relative cost to user of availing himself of services.
- The comparative cost to the state for providing services.

6. Efficiency

- Degree of utilization of various resources.
- Level of minimizing duplications.
- Opportunity for correlation of services provided by various agencies and departments.
- Management efficiency.

7. Communication

- Utilization of information pooling.
- Opportunity for interface with public.
- Level of interagency dialogue.

8. Compatibility

- State programs.
- Local and federal plans and programs.

9. Implementation

- Acceptability from political viewpoint.
- Anticipated degree of public acceptance.
- Responsiveness to existing legislative authorities.
- Phasing consideration.
- Level of disruption of services during implementation process.

10. Flexibility

- Adaptability to changing need.
- Adaptability to changing programs.

- Adaptability to changing technology.

11. Impact

- Physical - To the region, the site and its immediate environs
- Social - To the people needing services and ancillary needs of the immediate service area.
- Economic - To the benefit/effectiveness cost and state fiscal capacity.
- Environmental - To the region, the site and ecological balance.

TASK 140 - DATA COLLECTION AND FORMAT

The attached questionnaire identifies those items of data which are deemed to be essential to this MSC Study.

The questionnaire form is structured - in conformity with the format for compilation and analysis of the data, as prepared by the consultant.

The questionnaire is to be filled out by - or for - the Study Team coordinators on a department level only. The form is to be returned to DSP with all attached data as soon as is possible.

This information, as reported on the form, will provide the necessary overview for determining definitive subsequent requests for data, if necessary, to fulfill the study content of Phases 200 and 300.

If similar data, as requested on the form, is immediately available from agencies and branches of a department, the coordinator should collect and forward this data, as well.

To The Respondent:

The purpose of the following questionnaire is to accomplish several objectives: (1) to determine the availability of necessary data items; (2) collect available data items, and; (3) establish an adequate information base for subsequent analysis.

To help achieve these objectives, your assistance is requested to complete the attached questionnaire to the maximum extent possible. Further, it is anticipated that all data item answers may not be available at the time the questionnaire is filled out. Consequently, it is requested that the appropriate code letter (A, B, C, D, or E) be noted in the left margin of the questionnaire in red.

- A. Data Available - Included
- B. Data in Process - Not Included
- C. Data Available From Another Agency or Department
- D. Data not Available
- E. Data Available from Interview With (name and phone number
of person)

- When Code (B) is designated, please provide date of availability under the Code letter.
- When Code (C) is designated, please indicate name of agency or department.
- * Additional Questionnaire Forms, as required, may be obtained from the Department of State Planning.

DATA QUESTIONNAIRE

Date: _____

1. Department _____
(name)

2. Address _____

3. Location _____
(city)

4. Level of public contact? Check one:

- a. Extensive _____
- b. Frequent _____
- c. Infrequent _____
- d. Not at all _____

5. List direct public contact services and program name.

Direct Services

Program

6. List supportive services to question #5 (Example: Regional supervisory staff for field probation officer)

7. What is the annual case load for your program services?

Annual case load _____

8. Does your department or an agency of your department occupy space in a state-owned facility?

Yes _____

No _____

9. Identify interrelationships and linkages between your program and other local, state and federal levels and to other facilities and institutions.

10. What is the number of Agency personnel by category?

	<u>Full-Time</u>	<u>Part-Time</u>	<u>Seasonal</u>
Administration	_____	_____	_____
Direct Service Delivery Staff	_____	_____	_____
Other Support	_____	_____	_____

11. Provide annual or activity reports for past 5 years or as many years as are available.

12. Provide Task Force, staff, consultant and/or special reports related to your Department's function, operations, management, etc., if available.
13. Provide long-range development plans beyond the year 1975, if available.
14. What kinds of data, reports, etc. are provided to you on a regular basis from your divisions, branches, sub-agencies, etc. (This data is related to public contact services only.)

Questionnaire Completed By: _____

Note: Attach additional sheets as required.

TASK 150 - RECOMMENDATIONS

Throughout this "Study Initiation" phase of the Multi-Service Center Study, excellent progress in organization was achieved, by all participants, as is evidenced in the context of this report.

In those tasks that required initiation by participant groups, other than DSP, certain problems of "gear-up" were encountered. There also was an identifiable need for clarification of the degree of data required, and for development of techniques to facilitate responses.

At various checkpoint meetings between the consultant and DSP recommendations were provided for resolution of these anticipated problems and were approved, as follows:

- . When delays are encountered which forecast impact on the study base or schedule, all tasks - except reviews and approvals - are to be initiated by the consultant to the maximum degree possible.
- . A system and process has been initially developed to facilitate responses from participants. The Data Questionnaire and Comment Reply Form in this report are pioneering indicators.
- . Checkpoint meetings will occur on a stepped-up basis in order to maximize production and performance monitoring.

- . Study Design modifications, additions or deletions will be considered in mid-phase time frames, as required, rather than at end of phase only, as originally programmed.
- . Data Flow, from interacting participants, will not be constrained to one hundred per cent complete submissions, as originally programmed. Partial compilations of Data will be immediately processed when received - whether in or out of cycle.
- . The Judiciary Branch, Legislative Branch and the numerous Independent Agencies of the state are to be analyzed to determine which government branch components and agencies should be inclusions in the breadth of this study.

Task 160 - REVIEW AND COMMENT

To facilitate review and comment, a convenient "Comment Reply Form" follows. It is to be completed by all members of the Coordinating Committee and the second copy is to be returned as soon as possible to the Department of State Planning.

As stated numerous times in this report and at SPCC seminar meetings, the participatory program and the MSC Study recycling process is primarily dependent upon review comment inputs at each study phase juncture. This repetition and stress is intended to underscore this study element and its value.

COMMENT REPLY FORM

Date _____

TASK 110 - STUDY ORGANIZATION.

Report Content:

Satisfactory _____

Not Satisfactory _____

Comments:

TASK 120 - FORMULATION OF GOALS AND OBJECTIVES.

Report Content:

Satisfactory _____

Not Satisfactory _____

Comments:

TASK 130 - EVALUATION CRITERIA.

Report Content:

Satisfactory _____

Not Satisfactory _____

Comments:

TASK 140 - DATA COLLECTION AND FORMAT

Report Content:

Satisfactory _____

Not Satisfactory _____

Comments:

General Comments and Recommendations:

COMMENT REPLY FORM

Prepared By: _____

Department: _____

Date: _____

This copy to be returned to:

Department of State Planning

Attention: Melvin Ginsburg,
Project Director

TASK 110 - STUDY ORGANIZATION.

Report Content:

Satisfactory

Not Satisfactory

Comments:

TASK 120 - FORMULATION OF GOALS AND OBJECTIVES

Report Content:

Satisfactory

Not Satisfactory

Comments:

TASK 130 - EVALUATION CRITERIA

Report Content:

Satisfactory

Not Satisfactory

Comments:

TASK 140 - DATA COLLECTION AND FORMAT

Report Content:

Satisfactory

Not Satisfactory

Comments:

General Comments and Recommendations:

GRUEN ASSOCIATES, INC. STUDY TEAM

Ben Southland	-	Partner-In-Charge
S. Buddy Harris	-	Vice President, Project Director
Fereydoon Ghaffari	-	Vice President, Project Coordinator
Clint Rosemond	-	Planner
Robert Kaufman	-	Planner
Robert C. McInnes	-	Production
Edward D. Dunson	-	Graphics

